DOCUMENT RESUME

ED 185 253 CE 024 242

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TITLE Lifelong Learning--Is It an Enigma or a Myth for Disadvantaged American Adults?
INSTITUTION Office of Education (DHEW), Washington, D. C. Div. of Adult Basic Education.
PUB DATE 80
NOTE 30p.: Paper presented at The Lifelong Learning Research Conference (College Park, MD, February 1-2, 1980).

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Adult Basic Education; *Adult Education; Adults; Adult Students; Definitions; *Disadvantaged; *Dropouts; Educational Legislation; Elementary Secondary Education; Federal Legislation; *Lifelong Learning; Nonformal Education; Nontraditional Education; Postsecondary Education; *Public Policy

ABSTRACT

Lifelong learning should be viewed only as a master concept for education--the principle on which overall organization of the system is founded--to improve the individual's quality of life. A literature search found confusing definitions of lifelong learning, global implications of the concept, and little information about what the public needs and wants to support this view. The lifelong learning provisions of the Higher Education Amendments of 1976 concentrated on the adult population, yet the states vary tremendously in their commitment to adult learners. Special attention should be given to the 52 million adults who have not completed high school; educational alternatives for this group should be explored, especially those that might be offered by postsecondary institutions. The lifelong learning cycle should start with the 16 million three- to sixteen-year-olds, then the 20 million adults who have less than an eighth grade education, then the others who are at poverty level, then the remainder who have less than a high school education, and finally those who are registered in schools and higher education institutions. All adult education programs should be coordinated, from adult basic through higher education, under one umbrella--Adult Basic and Continuing Education at the federal level. (MEK)

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LIFELONG LEARNING-IS IT AN ENIGMA OR A MYTH FOR DISADVANTAGED AMERICAN ADULTS?

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CE 024 242

Paper presented at The Lifelong Learning Research Conference
University of Maryland, College Park, Maryland, (February 1-2, 1980)

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LIFELONG LEARNING - IS IT AN ENIGMA OR MYTH FOR THE DISADVANTAGED AMERICAN ADULT?

INTRODUCTION

American society is undergoing changes. The population is growing older. Traditional patterns of family life and work are changing. A good number of women, notably mothers, many divorced, are joining the work force. The idea of a single career line no longer holds. Technology advances; specialized information expands; new products are urged on us; advice for living better abounds. In response to many of the societal changes, a vast array of educational organizations and programs have been created at all governmental and institutional levels. But there has been little coordination between them. Ordinarily springing from special legislation and sets of regulations, they are likely to operate independently with separate funding powers. The programs are in competition with each other. New theories and advocacies on education are developed. This creates variations in our concepts of education that confuse the people who need education for a better life. For many, the lifelong learning concept is one of them.

The concept of lifelong learning and strategies for its implementation are topics of widespread and lively discussion among educators both in the United States and abroad. In the United States, the pattern of lifelong learning has been predominantly one of local institutional initiative. There are, as a result, many gaps in available services. The purpose of this study, therefore, was to identify the needs for a correlation between the educational or learning needs of American adults and the program advocacies of the proponents of lifelong learning. This correlation will help to develop public policies for lifelong learning

that will enable all American adults to enjoy the maximum benefits of education in this country.

A basic research methodology was followed throughout this study. A literature search of related information was made and abstracts were developed in relevant areas, including adult learning, adult education, disadvantaged adults, lifelong learning as a conceptual frame, various legislation in related fields. Conclusions were drawn from the findings.

What Is Lifelong Learning? Its Origin and Development.

"The concept of lifelong education," as stated in the UNESCO Working Paper entitled Content of Education in the Context of Life-Long Education

> "has its origins in the distant past, and features in the works of a large number of philosophers and educators, but in its recent form it stems from the practice of adult education and from the ideas to which this has given rise; it is therefore bound up with the desire to meet the growing demand for education which is characteristic of our age and with a movement in favor of democratization which entails not only general access to education but also quality of opportunity to be achieved through education which is adapted to the aspirations, the characteristics, and the needs of the different age groups and the various socio-economic and occupational categories. The "lifelong education" approach is also associated with the fact, that as school systems, for obvious reasons of finance, cannot meet the whole of the demand for education, it is essential to deploy all the educational resources of society to this end.
>
> Added to this is the fact, firstly, that in a society dominated by the abundance and variety of communications media and messages, it is plain that knowledge values, attitudes and skills are increasingly being acquired and moulded outside school. Secondly, just as education is not mediated solely by the scholastic institution, it is also not restricted in time to the period of fulltime schooling but, extends over the entire span of human life and is thus in a continuing process as well as being in social and spatial terms, a global process.

> The increase in the volume of knowledge and the increasingly rapid obsolescence of what is learned make it impossible to restrict learning to the period of schooling and compel the individual to supplement and renew his knowledge throughout his life, both as regards general education and as regards professional qualifications. This implies a far-reaching change in the goals and modalities of the educational process; education ceases to be identified with a particular period of life which differs from subsequent phases, and is no longer regarded as a preparation for life: education and life are intimately bound up with one another."

In a 1974 meeting in Paris on the topic "Basic Cycle of Study," experts addressed the concept of a cycle of study as a first phase of education process in the perspective of lifelong education. The concept of cycle of study was then addressed in the sense of recurrent education - a usage developed in the European context to denote a multilevel provision of education which may be either terminal at many points for those who leave to enter the world of work and social activity, or preparatory at each stage for those who aspire to further education. The recurrent education concept, adapted by the Organization for Economic Cooperation and Development (OECD), a particular organizational model for operating strategy as alternated periods of fulltime work and fulltime education.

The concept of lifelong learning thus has taken form from several contributions. This will become more clear when we examine R.H. Daves' findings. He summarized his findings as follows:

- Learning does not start at the beginning of formal schooling and is not completed at its finish, but is a lifelong process.
- Lifelong learning is not restricted to bridging education, recurrent education, or adult education. It encompasses all forms of organized education.

- Lifelong learning includes both formal and informal educational models, both planned learning and coincidental learning.

- The home plays a decisive but elusive part in starting and continuing the process of lifelong learning.

- The community also has an important role in lifelong learning from the moment when the child and the community start to influence each other.

- Educational institutions such as schools, the university and other educational centers are naturally of great importance for lifelong learning, but only as one part of the factors that influence it.

- In contrast to the forms of education that lead to a selection of an elite, lifelong learning encompasses all categories and represents a democratization of education.

- Lifelong learning is characterized by flexibility and an abundance of content, study materials, study techniques, and learning occasions.

- Lifelong learning should be included in every stage of a person's life, so that maturity and a feeling of self-realization is achieved for this stage so that the individual prepares for the next stage in order to improve the quality of his personal, social, and professional life.

- Lifelong learning should function as an effective tool for change. It should lead to an improvement of the conditions of life and the quality of life and should stimulate the individual into an active commitment and participation.

- The implications of the term 'quality of life' depends on the society's system of values. It depends among other things on the political system, social traditions, economic conditions, and the general feeling of what a good life represents. The ultimate goal for lifelong learning is to uphold and improve the quality of life.

It can be assessed therefore, lifelong learning may have little to do with the quality of education and it may have more to do with the quality of life. Quality of education and quality of life, however, are or can be interrelated.

Definition of Lifelong Learning is Varied:

Various definitions of lifelong learning have been developed by its advocates during the past ten years. The basic theory of lifelong learning had its development from UNESCO. As stated in page 3, the concept of lifelong learning was derived from the concept of lifelong education. "The image of a cycle is one that generates an attitude toward learning which spans the entire interval between the cradle and the grave and then repeats: it is an intergenerational deal that encompasses all ages." Both from the UNESCO point of view and from the theoretical point of view the usage of the term lifelong learning might not be a synonym for adult education. Lengrand made this clear in 1975. He stated that:

> "... We by no means identify lifelong education with adult education as, to our regret, is so often done. Why, after all, invent a new name for something already well designated and identified by the term in use? Why add yet another term, albeit with different shades of meaning, to the already lengthy list of expressions such as popular education or culture, mass education, community development, basic education and so on. There is enough confusion already."

He again stated:

> "What we mean by lifelong education is a series of very specific ideas, experiments, and achievements, in other words, education in the full sense of the word, including as its aspects and dimensions, its uninterrupted development from the first moments of life to the very last and the very close, organized interrelationship between the various points and successive phases in its development."

Therefore, lifelong learning in an international perspective, is a purposeful activity that an individual undertakes with an intention of increasing knowledge, and developing and updating skills and attitudes

throughout his or her life span. For each individual, learning is an activity that is ongoing throughout life, either through formal or informal processes or through both. For an individual's economic stability, personal fulfillment of his or her family, and social and civic responsibilities, a continuous process of learning is needed. That process of learning has been capsulized in one term "lifelong learning" by professional educators.

Several more things can be said about the definition - first, we take the word lifelong seriously, to mean education and learning literally from cradle to grave (though not compulsory education). Second, the definition is meant to embrace all forms of learning, both in and outside of school; it sets no limits on what may be learned by whom, and for what reasons. Third, it calls for new configurations of services, designed at the outset mainly for heretofore poorly served populations. And, last, it suggests using the concept of lifelong learning as a philosophical basis for plunging together into cooperative networks a broad range of educational and other organizations, governmental and private, that are concerned for the continuing development of individuals. No specific organizational models or instructional methods, however, are proposed. Nor do we think they should be. Instead, programs should spring from and be shaped according to local learning needs and resources.

To Ronald Gross , lifelong learning means self-directed growth. It means understanding yourself and the world. It means acquiring new skills and powers - the only true wealth which you can never lose.

It means investment in yourself. Lifelong learning means the joy of discovering how something really works, the delight of becoming aware of some new beauty in the world, and the fun of creating something along or with other people. In Gross' point of view, lifelong learning is not consciously studying, or having to memorize something someone tells you to, or pursuing certain sets of subjects which schools consider important. The author may have overlooked the functions of schools, and developed his own concept on lifelong learning.

Richard E. Peterson and Associates developed lifelong learning as a conceptual framework for conceiving, planning, implementing and coordinating activities designed to facilitate learning by all Americans throughout their life-times. This framework according to Peterson should consist for the present of the following seven priority goals:

"1. To invent and test entirely new kinds of learning programs, involving new combinations of services and new organizational arrangements, in order to better meet identified needs of population of learners.

2. To assist all adults - particularly those with young children - to become literate and otherwise competent to function in American society.

3. To assist all individuals - particularly school age children and youths - to become resourceful, autonomous, continuous learners in their various future roles.

4. To develop learning programs that can attract and serve people having poor educational backgrounds.

5. To involve non-school organizing providing educational services - museums, for example - in planning learning programs.

6. To include other human services organizations - social welfare, housing, and transportation for example - in planning learning programs.

7. To maintain high standards of educational practice in all programs to guard against faudulent practi e.

Here, three key lifelong learning concepts are implied: There should be coordinated learning opportunities for people of all ages; all organizations - school and non-school - concerned with the well-being of people should take part in facilitating learning; the community should become the locus for planning and conducting learning activities.

Now, it is appropriate to see what adult learning and adult education are.

Who is an adult learner and what is adult education?

An adult learner is characterized by many as a responsible and responsive member of society and as equally responsible and responsive when engaged in any educational transaction. An adult who is purposefully engaged in systematic and sustained learning activities with an intention to modify performance is an adult learner. But education is the development and cultivation of the inate powers of the mind. Education may be gained by one's own efforts, but instruction is always imparted by another.

Adult education, as defined by OECD, refers to any activity or program, deliberately designed by providing an agent to satisfy any learning need that may be experienced at any stage in his or her life by a person who is over the normal school-learning age and no longer a full-time student. Its ambit spans non-vocational, vocational, general, formal, non-formal, and community education and it is not restricted to any academic level.

Therefore, there are variations in the concepts of adult learning and adult education.

Because this study is emphasized on the education of disadvantaged American adults, it is appropriate to analyze who is a disadvantaged adult in this country.

Who Is Disadvantaged?

The term "disadvantaged" is probably the most widely used to refer to populations to be served by special programs; the apparent neutrality of the term and lack of any precise meaning encourage its use. "Disadvantaged" implies little about the responsibility for the situation, whether it is some characteristic of the "disadvantaged" group or some failure in the institutions of society. By adding descriptors such as "culturally" or "educationally," these casual links can be made more specific. The term, however, does support some generally accepted criteria by which "disadvantage" or "advantage" can be assessed; where these criteria, for example educational performance, are known to be closely associated with the way of life and institutions of the group involved, certain underlying assumptions of the term "disadvantaged" are exposed and its apparent neutrality brought into question. As the term has become linked to a particular viewpoint about the cause of such "disadvantage," it has become increasingly unacceptable to the groups at which programs are aimed.

In comtemporary American society, "disadvantaged" has several definitions, some of which may be contradictory (probably because the society itself is complex and contains a number of contradictory values). One major value in this country at this time -- and therefore not surprisingly a major definition of "disadvantage" - is economic. If we had to choose a single demographic variable that would be the most powerful descriptor of those people considered to be "disadvantaged," economic level would be it. Far and away, "poor", "poverty", and "impoverished" are used more than any other single label to define America's disadvantaged.

EDUCATION FOR THE DISADVANTAGED ADULT

Today the education of adults is no longer regarded as marginal. It is an important "Growth Segment" of American population. The magic ingredient in the new educational concoction being brewed by educational agencies is the Adult. The buzz words in these days are continuing education, adult education, extension programs, informal education, recurrent education, competency-based adult education, and the like. Sensibly, in day-to-day existence making a decision in one's best interest becomes increasingly difficult. This is particularly true in the case of disadvantaged American adults. Therefore, in order to make a proper contribution to society, adult education must do more than it has to date for the under privileged, the poor, the subjects of discrimination, the culturally deprived, and others left behind.

From an analysis of the 1978 Census report on American population characteristics (see table 1), it is clear that there are 52,492,000 adults, sixteen years of age and over, from the total 170,161,000 adults of the same age category who have not completed a high school level of education and are not enrolled in schools. The report also shows that 27,243,000 people are below the poverty level in their family income. Therefore, the need for education program outreach to this population to help improve their quality of life is clear.

In October 1978, about 58.6 million persons 3 to 34 years old were enrolled in schools at all levels - about 1.7 million less than the number enrolled in October 1970. While the number of students enrolled in nursery schools and high schools increased during this period, these

TABLE I*

SUB POPULATION-LEAST EDUCATED AND MOST IN NEED OF ASSISTANCE CHARACTERISTICS

TOTAL				
TOTAL U.S. POPULATION 277,835,000 FAMILIES 57,804,000	WHITE 186,450,000 (81.84%) 50,910,000	BLACK 24,956,000 (10.95%) 5,906,000	SPANISH 12.079,000 (5.30%) 2,741,000	OTHER 4,250,000 (1.87%) 1,062,000
16 Yrs. of age and over 170,161,000	141,704,000 (83.28% of the total	16,884,000 (9.92%)	7,573,000 (4.45%)	4,000,000 (2.35%)
16 Yrs. of age and over with less than High School Level of Ed. 52,492,000	38,398,000 (73.15% of the total	8.716,000 (16.6%)	3,378,000 (6.44%)	2,000,000 (3.81%)
16 Yrs. of age and over with less than High School Education in poverty level 27,243,000	16,398,000 (60.19%)	7,625,000 (27.99%)	2,607,000 (9.57%)	613,000 (2.25%)
16 Yrs. of age and over with less than 8th grade level of Ed. 20,000,000	14,300,000 (71.5%)	3,700,000 (18.5%)	1,700,000 (8.5%)	300,000 (1.5%)
16 Yrs. of age and over with less than 8th grade whose family is below poverty level	4,932,000 families (9.69%) of the total white families in U.S.	1,389,000 families (23.52%) of the total black families in U.S.	0,508,000 families (18.53%) of the total spanish families in U.S.	142,000 families (13.37%) c the total other group fam. in U.S.

*Source: Census Report 1978

increases were greatly outweighed by the continued decline in the number of persons enrolled in elementary schools. By 1978, the number of persons enrolled in elementary schools had declined by 5.5 million. Interestingly, the changes which occurred in enrollment between 1970 and 1978 were similar for men and for women through the high school level. At the college level, however, the increase in the total enrollment was due to the growth in women's attendance. While the number of men enrolled in college increased by about 723,000 during this period, the number of women enrolled in college increased by 1.7 million. In 1970 the number of women enrolled in college was about 1.4 million less than the number of men enrolled. In adult basic education (see tables 2 and 3), there is a considerable increase in enrollment -- from 535,613 in 1970 to 1,992,000 in 1979. Therefore it becomes clear that an increasing number of people are interested in getting an education to improve their quality of life.

From an analysis of the educational services available in the education market and the competition among service providers, a large number of people are becoming a forgotten population in this country. Under the umbrella of a lifelong learning proposition, the whole educational system is sheltered. The needed and required educational services to these forgotten populations are not reaching them. For these populations lifelong education is only a myth or an emigma.

TABLE 2*

Changes in Enrollment Between 1970 and 1978 for Persons 3 to 34 Years Old

(Numbers in thousands. Civilian noninstitutional population)

Year and Sex	Total Enrolled	Nursery School	Kinder-garten	Elementary Grades 1 to 8	High School Grades 1 to 4	College
Total, 3 to 34 years:						
1978	58,616	1,824	2,989	28,490	15,475	9,838
1970	60,357	1,096	3,183	33,950	14,715	7,413
Difference	-1,741	728	-194	-5,460	760	2,425
Males, 3 to 34 years:						
1978	30,054	959	1,521	14,617	7,883	5,124
1970	31,414	572	1,655	17,364	7,422	4,401
Difference	-1,360	387	-134	-2,747	411	723
Females, 3 to 34 years:						
1978	28,563	865	1,469	13,873	7,642	4,714
1970	28,944	524	1,529	16,584	7,294	3,013
Difference	-381	341	-60	-2,711	348	1,701

*Source: Census Report 1978

TABLE 3.

Selected Statistics of Adult Education State Grant Programs Aggregate United States Fiscal Years 1970-1979

	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979
ENROLLMENT	535,613	620,922	820,514	822,469	956,401	1,221,210	1,656,094	1,686,276	1,750,000	1,922,000
EXPENDITURES FEDERAL FUNDS	37,99,000	41,534,000	49,693,000	50,693,000	59,526,000	87,770,000	67,500,000	71,500,000	ESTIMATE 80,500,000	90,750,000
STATE & LOCAL	12,461,000	15,322,000	17,371,000	20,127,000	27,296,000	43,230,000	41,125,000	41,992,000	51,477,000	63,064.000
TOTAL	50,453,000	56,856,000	67,064,000	70,820,000	86,822,000	131,000,000	108,625,000	113,492,000	131,977,000	153,814,000

II

ADULT EDUCATION AND LIFELONG LEARNING

Legislative Background of Adult Education and Lifelong Learning in U.S.

The adult education program in this country has a history of more than two hundred years. However, its legislative history started in the second half of this century.

In 1962, the Committee on Education and Labor, U.S. House of Representatives, conducted hearings on the need for categorical Federal support for adult basic education. Legislative proposals were made to assist in improving instruction for adults unable to read and write English or who had less than a sixth grade level of education through grants to States for pilot projects, improvement of State services, and programs of adult basic education. In 1963, an Adult Basic Education Act was proposed but was defeated.

The Civil Rights Act of 1964 and subsequent Executive Orders prohibited discrimination in employment based on race, age, religious, or national origin. But the disadvantagement of adults remained due to limited educational attainment in a competitive labor market.

A green light was shown in the field of adult education by passage of the Economic Opportunity Act of 1964. This Act proposed to remedy the inequities of educational disadvantage by providing an opportunity for persons 18 years of age and older to develop skills in reading and writing English and skills in arithmetic. These skills would help adults to obtain employment or retain their jobs and to participate more effectively in day-to-day life as responsible citizens. The

Office of Economic Opportunity assisted the U.S. Office of Education to administer the program until the Adult Education Act of 1966 which placed the program entirely with the U.S. Office of Education. The Vocational Education Amendments of 1968 (P.L. 90-576) reduced the age limit for adult education program participants from 18 to 16. The Adult Education Act was enacted as Title III of P.L. 91-230 with the stated purpose:

> to expand educational opportunity and encourage the establishment of programs of adult public education that will enable all adults to continue their education to at least the level of completion of secondary school and make available the means to secure training that will enable them to become more employable, productive, and responsible citizens.

The New Adult Education Program Policy

The most recent amendments and legislation on adult education give emphasis on program expansion and program outreach. It is, therefore, important to examine both legislation relating to both adult education and lifelong learning. The purposes of the Adult Education Act are to expand educational opportunities for adults and to encourage the establishment of programs of adult education that will --

- enable all adults to acquire basic skills necessary to function in society;
- enable adults who so desire to continue their education to at least the level of completion of secondary school; and
- make available to adults the means to secure training that will enable them to become more employable, productive, and responsible citizens.

Priorities for Programs of National Significance

For the guidance of State educational agencies the Commissioner suggests that the following national priorities merit special consideration by States in meeting the special project and staff development needs of their adult education programs under section 310 of the Act. These priorities are intended to be responsive to the 1978 amendments to the Adult Education Act.

- Expanding outreach to those adults least educated and most in need. Evidence indicates that the adult education program is not adequately meeting the needs of significant segments of the adult population that are most in need of and least likely to participate in adult education. New and innovative approaches will be required to expand outreach in order to effectively meet the needs of underserved populations, including adults who are: older persons; rurally isolated and migrants; located in urban areas of high unemployment; minorities; handicapped; immigrants; refugees; limited in English language proficiency; and women with special needs. In considering support for outreach efforts States should ensure careful attention to innovative plans for informing underserved populations of the availability and benefits of the adult education program and of plans to provide reasonable and convenient access to the program.

States are encouraged to support projects such as those that --

- Develop new and promising approaches to coordinate with business and industry, labor unions, community organizations, and other non-governmental agencies;

- Prepare adult education personnel to serve those populations indicated above;

- Develop barrier-free and appropriate services based on the needs and life experiences of the learners; and

- Use mass media and technological innovations to increase outreach.

- Idenfitying and preparing for new and emerging roles.

The 1978 amendments to the Adult Education Act emphasize expanded outreach to the least educated adults to enable them to acquire the basic skills necessary to function in society.

States are encouraged to support projects such as those that --

- Involve both adult education personnel and adult learners in educational program planning and implementation;

- Assist adult education personnel to identify and use non-traditional learning settings in which adult learners can interact with their peers;

- Assist in developing the adult's ability to cope with personal and family changes that occur with increased education, independence, and life options; and

- Assist adult education personnel to develop their own understanding of and ability to cope with the cultures, life-styles, and more of the adults they serve, as well as the values and value systems in the American culture.

- Develop non-traditional adult education techniques, including, but not limited to, competency assessment and applied performance testing, and train staff in the use of these techniques.

- Mastering basic and life skills necessary to function effectively. A mastery of basic and life skills is fundamental to the effective functioning of adults in their own environments and in society at large. Without these skills, certifications are meaningless; and opportunities for employment and a productive life are limited.

  As a means of addressing this concern, States are encouraged to support projects such as those that --

- Assesses the statewide educational needs of adults who are least educated and most in need of assistance;

- Assess the skill levels of individual adult learners as a basis for providing meaningful and effective developmental experiences with appropriate support services;

- Provide curricula designed to enable special adult populations, including adults who are least educated and most in need, to function effectively in society;

- Develop, demonstrate, and evaluate community-based programs that enable adults to function effectively; or

- Develop or adapt alternative high school programs.

American Interest in Lifelong Learning

A significant manifestation of increasing American interest in lifelong learning originated with the enactment into law of the "lifelong learning" provisions of the Higher Education Amendments of 1976 (Public Law 94-482).

When President Ford signed the Lifelong Learning provisions (Mondale Act) as Part B of Title I of the Higher Education Act of 1965, the feeling among many educators was one of relief. These legislative provisions constituted a kind of manifest on the need for new lifelong learning services.

> "To the original Title I of the 1965 Act there was added a new Part B - Lifelong Learning which began with a plainly worded set of congressional 'findings' that American people need lifelong learning, that it is crucial to their personal well-being, workplace skills, and participation in national life, that it takes place not just in education institutions, but through avenues ranging from independent study to the efforts of business, industry, and labor, and that 'planning' is necessary at all levels of government to achieve the 'goal' of lifelong opportunity for all citizens.

In order to support this need, the Congress found that:

1. accelerating social and technological change have had impact on the duration and quality of life;
2. the American people need lifelong learning to enable them to adjust to social, technological, political and economic changes;

3. lifelong learning has a role in developing the potential of all persons including improvement of their personal well-being, upgrading their workplace skills and preparing them to participate in the civic, cultural, and political life of the Nation;

4. lifelong learning is important in meeting the needs of the growing number of older and retired persons;

5. learning takes place through formal and informal instruction, through educational programs conducted by public and private educational and other institutions and organizations, through independent study, and through the efforts of business, industry, and labor;

6. planning is necessary at the national, State, and local levels to assure effective use of existing resources in the light of changing characteristics and learning needs of the population;

7. more effective use should be made of the resources of the Nation's educational institutions in order to assist the people of the United States in the solution of community problems in areas such as housing, poverty, government, recreation, employment, youth opportunities, transporation, health, and land use; and

8. American society should have as a goal the availability of appropriate opportunities for lifelong learning for all its citizens without regard to restrictions of previous education or training, sex, age, handicapping conditions, social or ethnic background, or economic circumstance.

Section 132 of the Act stated that lifelong learning includes, but is not limited to adult basic education, continuing education, independent study, agricultural education, business education and labor education, occupational education and job training programs, parent education, postsecondary education, preretirement and education for older and retired people, remedial education, special educational programs for groups or for individuals with special needs, and also educational activities designed to upgrade occupational and professional skills, to assist business, public agencies, and other organizations in the use or innovation and research results, and to serve family needs and personal development.

The philosophical position in support of lifelong learning was well stated by Mr. Mondale as follows:

> "What these programs and the people involved in them have in common is that they all believe that education is something that can take place outside of school and in the minds of those older than 21; that the process continues throughout one's life; and that as we increasingly encounter changing career and social demands we must shape education to help us meet them".

These overall generalizations on the quality of American life is very vague. The target population in proposed lifelong learning services is the adult population.

CONCLUSION

Lifelong learning is all encompassing. (See section 132 of the Act). The problem of lifelong learning is complicated by its global implications and a confusion in definitions. The Lifelong Learning amendments heavily concentrated on the adult population in an unparalleled way. States vary tremendously in their commitments to adult learners. The nature of any longer term Federal commitment remains unclear. Too little is known about public needs or wants for lifelong learning. Lifelong learning may be viewed only as a master concept for education. The UNESCO International Commission on the Development of Education had reached this same conclusion. The lifelong learning concept covers all aspects of education. It is not an educational system but the principle on which the overall organization of the system is founded.

All education is suffering from fragmentation due to lack of coordination. Echoes of conflicting voices are heard from the legislative bodies of Federal and State governments. If the proponents of programs cannot merge their differences in a common effort to meet the needs of those whom they profess to serve, those needs will not be met effectively. It is important to build a unified foundation of providers to consider the learning needs of American adults. Kathleen Rockhill's report to the Division of Adult Education may be supportive enough to this conclusion. She wrote "Fundamentally, there is a need for a change of attitude on the part of educational institutions toward people who've completed less than twelve years of

schooling. Though some lack basic skills and feel blocked by the lack of a high school diploma, for the most part non-completers are not a uniformly distinct, "educationally or culturally deprived", population. The "population" is best characterized by its diversity; some are amazingly well educated, though usually self-educated, and most are rich in talents and skills which they've far too often not figured out how to use to their advantage. Indeed, the the dominant common characteristic is that most people who've not completed high school disqualify themselves from educational participation, for they are under the impression that they must first complete high school . . .

"We recommend that: Legislation be considered which would provide incentives for "postsecondary" institutions to reach out to high school non-completers, encouraging participation, assuring eligibility, and clarifying admission alternatives to the high school diploma."

Patricia Cross in her writing specified that: "Policy makers concerned about equalizing educational opportunities will have to assess the special needs and interests of those with less than a high school diploma, a group constituting about one third of the United States labor force." From these findings the need for a correlation between the educational or learning needs of American adults and the program advocacies of the proponents of lifelong learning is assessed.

RECOMMENDATIONS

There are more than 52 million adults who are 16 years of age and over and who have less than a high school level of education (according to the Census

Report 1978), who are eligible to take part in adult education programs of any type in this country. Of this population more than 27 million are economically at poverty level. About 20 million of this latter group have less than an 8th grade level of education. Therefore, appropriate educational services should be provided to help improve their quality of life.

Lifelong learning is not a program of education and it should not become the program of education. Instead, it should encompass a combination of various components of educational processes for learning to improve an individual's quality of life.

Lifelong learning proponents should not overlook the appropriate educational service needs for the aforementioned disadvantaged American adult population and should not be restrictive by maintaining an education heirachy statusquo. For adult education programs, priority should begin with the 20 million adults who are least educated and most in need of educational assistance, then the 27 million economically and educationally disadvantaged, and the 52 million or more adults who have less than a high school level of education.

The lifelong learning cycle should start with the 16 million 3 years of age to 16 years of age population, then to the 20 million, 27 million and 52 million adults, and then may reach to the 18 million 16 to 34 years population group who are registered in schools and higher education institutions.

Finally, in order to provide effective educational services to the adults, it is essential to coordinate all adult educational programs - from basic to

higher education - and bring these programs under one umbrella -- Adult Basic and Continuing Education at the Federal level. This coordinated organizational structure and performance would help eliminate confusion among the public on education and related services provided under various names and concepts.

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